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210. Sixth Asian Parliamentarians Meeting on Population and Development. Over 100 participants from 13 countries and international organizations assembled in Jakarta, on March 22-23, to grapple with the critical population issues of the 1990s and beyond. The meeting, which was held under the auspices of the Indonesian Forum on Population and Development and the Asian Population and Development Association (APDA), issued the Jakarta Appeal urging all Asian countries to carry out the provisions and recommendations of the Amsterdam Declaration "in the context of their national needs and priorities". The Appeal recognized the "vital and interdependent relations between population, the environment and development", noting that together they constituted "the major issues of our time". The parliamentarians therefore urged all countries in the region to improve their policies and actions in these three areas and to foster popular participation in trying to resolve them.

211. Third Conference of the Asian Forum of Parliamentarians on Population and Development. Some 120 parliamentarians from 21 countries met in Bangkok on 15-18 October to discuss Asian population and economic and social development in the twenty-first century. The conference focused on four major themes: population, environment and sustainable development; population and health; role and status of women; and ageing and dependency. The conference adopted a comprehensive declaration calling on parliamentarians everywhere to reassess their assumptions about development. This required, among other things: taking seriously the growing concern about environmental damage and its causes; making a direct and all-out attack on both poverty and rapid population growth; investing in strong and determined family planning programmes; investing in women as a priority for social and economic development; and emphasizing self-determination as the foundation of national development.

UNFPA/NGO consultative meetings

212. UNFPA and concerned NGOs again met in New York and in Europe during 1990 to exchange views on population issues and to seek ways and means to increase cooperation between them. The first such consultation was held in New York in April, as some 100 representatives of 70 to 80 NGOs based in North America attended the Ninth Annual NGO Consultation. The main theme of the consultation was meeting the population challenge in the decisive decade of the 1990s. The other consulatation -- the Sixteenth UNFPA/NGO Consultation in Europe -- was held in Oslo, Norway, in May. It was sponsored by UNFPA in collaboration with the Worldview International Foundation. Representatives of international NGOs, including some from developing countries, gathered to discuss the issues of population, women, development and the environment. The participants also issued a consensus statement which has been submitted to the Secretary General of the 1992 Conference on Environment and Development, requesting that population issues be seriously taken into consideration in the preparatory activities for the Conference as well as in its agenda.

B. Policy and programme coordination

213. In 1990, UNFPA further intensified efforts to enhance collaboration and cooperation with its partner organizations in the United Nations system as well as with NGOs active in the population field. The Fund gave special emphasis to improving collaboration, at both the policy and programme level, with UNICEF, as directed by the Governing Council in decision 90/35.

214. Coordination is a main component in the Fund's approach to strategic and analytical programming. It is rooted in UNFPA's mandate, which includes as one of the Fund's aims and purposes the promotion of coordination and collaboration in population planning and programming (ECOSOC resolution 1763

(LIV) of May 1973). UNFPA stresses that coordination of technical assistance is the responsibility of the Government concerned and that the role of the Fund is to support and strengthen that capacity, upon request. UNFPA further recognizes that there is no uniform pattern of coordination applicable to all countries and that needs in this area change over time.

215. A realistic approach to coordination requires an understanding of inherent constraints, which, as in the case of differing approaches pursued by different organizations, may lead to conflicting strategies and inefficient use of resources. Other problems may arise because of differing policies and procedures related to programming and because of unsynchronized cycles of assistance. While UNFPA recognizes its special responsibility to promote and facilitate coordination in population planning and programming, particularly whenever so requested at the country level, this process is sometimes constrained by the limited capacity and resources of the UNFPA field offices.

216. In order to make coordination an integral and systematic part of all of UNFPA's activities, in 1990 UNFPA paid special attention to enhancing government capacity for coordination. The Executive Director also specifically instructed the Fund's staff to give high priority to efforts to enhance collaboration with all agencies and organizations active in population activities in each country. As a result, more regular and more substantive programme coordination consultations have been held with all partner agencies, including, inter alia, WHO, FAO, the ILO, UNESCO, the International Fund for Agricultural Development (IFAD), UNICEF, UNDP and the World Bank. Special attention has been given during these meetings to finding ways to remove constraints to more effective coordination at the country level.

217. During the year, UNFPA continued to streamline its programming and related policies and procedures in order to, among other things, pave the way for better inter-agency collaboration. The Fund also continued efforts to synchronize its programming cycles with government planning cycles and with the programming cycles of other organizations, notably UNDP and UNICEF. UNFPA further decentralized programming and project funding authority to its field offices in 1990, in part to facilitate effective collaboration among organizations at the field level.

218. UNFPA's efforts to promote collaboration and joint programming extended to all areas of its assistance. For example, in the area of maternal and child health and family planning, UNFPA worked closely with WHO and UNICEF in reaching an agreement to pursue the formulation of more-integrated national plans for MCH/FP activities. The Fund also took the initiative to reach an agreement with WHO and UNICEF on joint MCH/FP goals. The goals, to be attained by the year 2000, include, among others, reducing maternal mortality by 50 per cent; reducing infant and child (under 5 years) mortality either by one third or to 50 to 70 per 1,000 live births, respectively, whichever is less; increasing access by all couples, and especially women, to family planning services so as to avoid pregnancies that are too early, too late, too many and too frequent; and ensuring access to and improving the quality of education for girls and women. UNFPA, WHO UNICEF, IPPF and several other NGOs initiated collaborative projects on adolescent reproductive health, with particular attention to the participation of young people themselves in planning and carrying out these activities. UNFPA and WHO held numerous consultations throughout the year on ways to intensify the coordination of their technical and financial support to developing countries.

219. UNICEF and UNFPA have stepped up joint activities especially at country level. For example, UNFPA and UNICEF approved a jointly funded integrated MCH/FP programme in China aimed at strengthening maternal and child health at the grass-roots level in the least developed parts of the country.

The Fund also expanded its collaboration with several organizations, including UNICEF, in formulating and implementing programmes using the safe motherhood approach.

220. In the area of basic data collection and analysis, UNFPA continued to play an active coordinating role through, inter alia, an inter-agency working group with many of the organizations active in this priority area, including UNDP, DTCD, the United Nations Statistical Office of the Department of International Economic and Social Affairs (DIESA), and UNICEF. UNICEF, UNFPA and the Statistical Office developed a joint proposal to establish a statistical programme to monitor the achievement of social goals in the 1990s, which they recommended be adopted by national Governments. The terms of reference for a pilot study to be conducted in six countries were tested in one country and the results are being studied.

221. UNFPA continued its special efforts to promote coordination within the Africa census programme. The Fund organized a donors' coordination meeting in Geneva in June 1990 on the Africa census programme in connection with the thirty-seventh session of the Governing Council. The Fund also initiated or intensified several joint endeavours in the area of women in development. These included providing assistance to country activities together with UNIFEM, UNDP, UNICEF and others, as well as collaborating with UNICEF, CSDHA, DIESA, the Statistical Office and others on the preparation of a major publication of indicators on women's status, which is scheduled for release in June 1991.

222. In pursuing joint efforts with the World Bank, the Fund has focused on the sub-Saharan Africa and Asia regions, collaborating on such activities as programme planning and policy dialogue with Governments, complementary and joint funding of the Africa census programme and on collaborative measures to be taken to mitigate negative effects of structural adjustment programmes. In the Arab States region, UNFPA/World Bank collaboration included, inter alia, co-sponsoring a seminar on the design and implementation of MCH/FP programming for several countries in the region. UNFPA has also held consultations with the Inter-American Development Bank as well as with the regional banks in Africa and Asia with the aim of improving collaboration.

223. Other initiatives in 1990 included the signing of an agreement between UNFPA and IFAD to intensify cooperation between the two organizations; the issuance of a joint letter from the executive heads of UNFPA and IPPF to all UNFPA staff; and the participation of UNFPA in two IPPF advisory panels on programme and medical issues as a means of promoting more systematic cooperation between the two organizations. The Fund actively pursued efforts to intensify collaboration with numerous other NGOs, most notably CARE, The Population Council, JOICFP, PATH/PIACT and IUSSP.

224. UNFPA also continued close cooperation, together with WHO, UNDP and the World Bank, on the WHO/HRP. In the critical area of HIV/AIDS, the Fund participated in WHO/GPA's management committee and in the New York-based Standing Committee, which includes, inter alia, UNDP, UNICEF and UNFPA. In both the work of HRP and in inter-agency cooperation on HIV/AIDS, the focus has been to derive maximum benefits for collaborative programme activities in developing countries.

225. The Fund continued its very active participation in the important work of the Joint Consultative Group on Policy (JCGP). UNFPA chaired the JCGP sub-committee on women in development. The joint letter to field representatives on synchronization of programme cycles, signed by the five JCGP organizations, was distributed to all UNFPA field staff. The letter requested that UNFPA country programmes be discussed with JCGP partners before the draft programme document is submitted to UNFPA headquarters for approval.

226. Extensive inter-agency consultations were held by the Fund during 1990 in the context of UNFPA successor arrangements for agency support costs. This included several meetings with WHO, FAO, UNESCO, the ILO and concerned entities of the United Nations, including the regional commissions. The Fund's proposals for such successor arrangements are presented in document DP/1991/35.

C. Staff training and development

227. In line with the Fund's increasing emphasis on quality programming and enhanced substantive knowledge, UNFPA intensified staff training and development activities during 1990. The staff training and development programme, which continued to receive priority attention, again sought to strengthen the four substantive areas of UNFPA's work: maternal and child health/family planning; information, education and communication; the interrelationship between population and development; and women, population and development.

228. The programme focused on improving management and supervisory skills; enhancing programme appraisal, monitoring and evaluation skills; and developing computer and communication skills. The programme also provided orientation training for UNDP Resident Representatives in their capacity as UNFPA Representatives, using a specially developed module, outlining UNFPA's mandate, organizational policies and procedures.

229. Of particular importance was the emphasis given to training and staff development as a support to the Fund's new Performance Appraisal Review (PAR) system. In preparation for the new system to take effect as of 1 January 1991, the Fund conducted a series of workshops for all UNFPA staff, including approximately 30 managers and supervisors at headquarters, who attended intensive in-house introductory management training workshops aimed at developing work plans for their organizational units and divisions and setting objectives and targets for managers. The managers and supervisors then participated with the staff of their units in focused in-house training workshops. All UNFPA field staff were also trained in the new PAR system with the assistance of the UNDP Division of Personnel in field duty stations.

230. The Fund continued to expand its use of workshops to train and brief several levels of field and headquarters staff on a wide range of topics relating to the substance of UNFPA programmes. The topics covered included management training; finance, accounting and administration; personnel policies and procedures; and basic population indicators, among others. The workshops emphasized UNFPA's goals, mandate, organizational policies and procedures relating to programme planning, appraisal, monitoring and evaluation, as well as the role and purpose of field staff in relation to UNFPA's work.

231. Another major activity during the year was the preparation of field office training plans or requests, with nearly all UNFPA field offices submitting such plans to headquarters for review and approval. Approximately 70 training plans from various field offices were reviewed in consultation with respective Geographical Divisions or referred to the Steering Committee on Staff Training and Development for approval.

232. UNFPA continued to organize training in various aspects of electronic data processing. These included, inter alia, word processing, data management and retrieval, and electronic graphics for Professional and General Service staff. A total of 203 staff members were trained in the use of various softwares (e.g.,

Wordperfect, Lotus 1-2-3, dBaseIII, Harvard Graphics) and in the management of the personal computer local area network (PC-LAN).

233. Also during 1990, UNFPA organized three workshops on Women, Population and Development, which it sponsored in part or in full. Approximately 35 participants attended the three workshops, which were held at the University of Reading, England (July 1990), the Royal Tropical Institute, the Netherlands (November 1990), and the University of Sarajevo, Yugoslavia (November 1990). In addition, nine headquarters Professional staff and five General Service staff attended the workshop series on Women, Gender and Development organized by UNDP.

234. Major discussions in the interagency setting focused on developing a series of pilot workshops entitled "Programme on the Management of Field Coordination for Senior United Nations-System Representatives". The aim of the workshops is to strengthen the concept and the role of the United Nations development team at the country level and to render more effective the Resident Coordinator system in support of national development efforts. UNFPA has provided support, throughout the preparatory meetings and initial consultations, for a fuller inclusion of population in the curriculum of the workshops. UNFPA will not only serve as a resource in these workshops but also be integral to the process of raising the awareness of senior-level United Nations Representatives and Resident Coordinators in the field as to the importance of population factors in the development process.

235. The future UNFPA staff training and development programme places high emphasis on heightening staff commitment to the Fund's overall goals and mandate. The core programme consists of developing training handbooks, materials and various other means to assist field and headquarters staff in strengthening the Fund's policies and procedures, improving the management of UNFPA's programme and operations, strengthening both the substance and implementation of programmes, maximizing training cost-effectiveness (i.e., training of trainers and facilitators), and ensuring that women's concerns are mainstreamed into the development process. Training in such areas is becoming increasingly important as UNFPA further decentralizes decision-making and programme management to the field. A unique feature of the future programme will be the training of field staff from selected duty stations to act as regional training facilitators for staff in that region. UNFPA headquarters will help extend the outreach of these training facilitators by providing technical assistance, materials and personnel to train and retrain staff and strengthen on-the-job training through regional and country-level workshops.

D. Evaluation of UNFPA programmes and projects

236. The number of projects evaluated as part of regular project activities continued to increase during the past year. This was due mainly to the fact that all new projects now have built-in evaluation mechanisms. It also reflected the demonstrated usefulness of such evaluations in identifying and addressing problems in project implementation.

237. As noted in last year's periodic report on the Fund's evaluation activities (document DP/1990/49), since introducing the PRSD exercise in 1989 (see next section, below), UNFPA no longer conducts separate in-depth evaluations of country programmes. During 1990, such UNFPA evaluations covered only regional and global programmes, namely the population programmes of ESCAP and of ECA, and the Global Programme of Training in Population and Development. UNFPA initiated an evaluation of UNFPA-funded projects executed by the United Nations Department of Technical Cooperation and Development

(DTCD) by fielding a mission to Latin America and the Caribbean. Subsequent missions will be fielded to the other regions during 1991. Planning for the evaluation of the UNFPA-funded regional programme of WHO's Regional Office for the Western Pacific was well under way during the last quarter of the year.

238. UNFPA finalized its guidelines for monitoring and evaluation and distributed them to all UNFPA staff both at headquarters and in the field. The Fund also continued its efforts to expand its lessons-learned database, adding the results of new programme evaluations and seeking additional sources of information. Owing to insufficient computer hardware, however, the database was still not accessible to all UNFPA staff.

Programme evaluation results

239. Global Programme of Training in Population and Development. The mission found that the Global Programme was achieving its immediate objective of promoting a better understanding of the linkage between economic processes and population dynamics. It noted that while the courses delivered had been of relatively high academic standards, there was a need for greater emphasis on problem solving. Given the importance of software and simulation games as training tools and in view of the inadequacy of existing software, the mission recommended that a task force be established to produce appropriate software.

240. The Global Programme has attracted highly qualified middle-level personnel from many developing countries. However, the number of people trained is inadequate in relation to the needs of these countries. Trainees were found to be so thinly spread across many countries and institutions that they could have little impact on the development planning process of their countries in the immediate future. The mission therefore emphasized the need for training more people, and it proposed various strategies for doing so. These included, among others, mounting similar training courses in a number of developing countries, integrating population and development courses in all UNFPA-supported demographic training programmes, and increasing the number of fellowships to the Global Programme. Moreover, with a view to facilitating the eventual transfer of the current training programmes to developing countries, the mission called for the expansion and strengthening of the links between the Global Programme and institutions in the developing countries. In view of the fact that the success of future training programmes in the developing countries would depend on the availability of qualified teachers, the mission recommended that the two Global Programme centres in Belgium and the Netherlands concentrate on enhancing the training of trainers by offering Masters and Ph.D. courses in Population and Development.

241. Although the course structure and curricula in all the training institutions had gone through a period of experimentation and change, the mission felt the need to develop a broad conceptual framework for the course on population and development. The mission also stressed the importance of continued efforts to sensitize policy makers and planners on the need to integrate population and development in the development process. Only through such sensitization could alumni be effective in applying their knowledge and skill in their work places.

242. The evaluation team found the three-month training programme in Moscow State University to be too short for trainees to acquire the requisite knowledge and technical skills to be able to integrate population and development in the planning processes in their countries. The mission therefore called for this training programme to be transformed into a series of refresher courses on selected topics.

243. ECA regional programme. The mission noted that over the years an impressive amount of work had been undertaken under ECA regional programmes in such areas as training, research, information dissemination and technical backstopping. However, in the absence of an overall framework specifying targets and quantifiable measures of achievements, the mission found it difficult to assess precisely the contribution and impact of the activities concerned. Nevertheless, on the basis of its field visits, the mission concluded that the programme had played an important role in the creation of awareness of population issues among African countries and in enhancing national capabilities in the area of data collection and analysis and, to a limited extent, in the integration of population factors into the development process and in the formulation and implementation of population policies.

244. The institutions that had used the ECA population services were in general satisfied with the quality of the backstopping provided to them. Some expressed concern, however, about the short duration, timeliness and frequency of technical assistance missions, particularly those related to training. Yet, outside of certain technical governmental agencies, ECA population activities were generally not known to the majority of institutions in the countries visited, including those involved in population-related activities such as ministries of health, agriculture, and women's affairs.

245. From these observations and from the analysis of documents and a review of recent developments, the mission concluded that the ECA was not fully committed to population issues. This was shown by the recent downgrading of ECA's Population Division as well as by the lack of visibility and emphasis on population issues as a factor in overall economic development in the Executive Secretary's annual statement on the economic situation of Africa.

246. The mission observed that the criteria used to select countries for backstopping were based primarily on requests coming from the countries themselves and did not take into account either the priority of needs or the availability of local expertise. This often resulted in a situation in which countries with the strongest local expertise benefited the most from backstopping missions. The mission further noted that there were not enough regional advisers at ECA to cover the countries involved. It called for strategies to strengthen advisory services through, inter alia, the establishment of decentralized multi-disciplinary teams located at appropriate places and the use of available local expertise.

247. ESCAP regional population programme. The mission took note of the important contributions the ESCAP Secretariat has made in enhancing member countries' appreciation of the fundamental role played by population factors in the development process. It observed that regional population advisory services had succeeded in creating awareness of the importance of a sound knowledge of population issues for development planning and population policy formulation. The mission also noted other important advances, including the establishment of 13 national population centres and an information database and the promotion of TCDC activities.

248. The mission identified a number of issues that had constrained the performance of the ESCAP population programme. For example, the mission observed that the ESCAP population programme consisted of a series of projects, some of which were inadequately interlinked and most of which were funded from extrabudgetary resources. One of the factors contributing to this situation was found to be the compartmentalized structure of the ESCAP Secretariat. According to the evaluation mission, many of these problems existed because of the history of ESCAP's Population Division. The structure of the Division followed its early functions and activities, which were primarily aimed at improving data collection and analysis and monitoring demographic trends. While needs and emphases have shifted, the structure

of the Division has remained unchanged. Moreover, subsequent reviews had not been able to satisfactorily redefine the Division's role and functions in line with emerging needs.

249. The mission found the level of collaboration both within ESCAP and between ESCAP and various agencies to have been rather limited. It observed that the staffs of ESCAP and of the regional offices of specialized agencies rarely met to exchange information and discuss ways to improve collaboration.

250. Despite recent additional support by UNFPA to strengthen regional advisory services, the evaluation mission found that advisers had not been able to meet the great demand that exists for such services. There was thus a need to strengthen and prioritize advisory services. At the same time, the mission recommended that ESCAP develop a typology for countries in the region according to the stage they were at in collecting and analyzing data, in integrating population factors into development planning and in formulating a population policy, among others. Such a typology would be used for planning, monitoring and evaluation. Commenting on the future role of ESCAP, the mission suggested that it could most appropriately serve as a repository of knowledge for the region, supporting the formulation, elaboration and implementation of service programmes, primarily at the country level.

Comparative evaluations

251. No new comparative evaluations were initiated during the past year. However, follow-up activities continued on three of the four comparative evaluations reported on in 1988 and 1989. For example, during the past year, the four regional reports as well as the global report on Population and Development Planning were finalized, printed and distributed. In order to ensure wide dissemination of the evaluation findings and conclusions and to secure the collaboration of all relevant agencies in the implementation of its recommendations, the Fund initiated preparations for the organization of an expert group meeting in 1991 on the results of the evaluation. The final outcome of the meeting will be the adoption of an action plan for the implementation of the evaluation's recommendations.

252. As a follow-up to the series of studies commissioned by UNFPA on management information systems in MCH/FP in 1989, the Fund prepared a global report on the findings and recommendations of the diagnostic survey of MIS for MCH/FP programmes carried out in Africa, Asia, and Latin America and the Caribbean. In addition, UNFPA drafted a Programme Advisory Note (PAN) based on the regional and country reports as well as on updated information available in this field. The report on the findings of the evaluation on newly-weds was distributed to UNFPA staff in the fourth quarter of 1990.

E. Programme development

Programme review and strategy development (PRSD) exercise

253. As part of the Fund's increasing emphasis on improving substantive analysis and strategic programming, UNFPA introduced in 1989 the programme review and strategy development exercise, combining evaluation, needs assessment and strategy development. The PRSD is a joint UNFPA-Government exercise aimed at developing a coherent framework for a national population programme. The PRSD exercise consists of an analysis of a country's current status and needs, an assessment of achievements and constraints of past population activities, and recommendations for future action in terms of an overall national strategy. The specific objective is to reach a consensus on a comprehensive strategic framework

for a country programme. Arriving at such a consensus requires the participation of government officials at the highest level.

254. The participation of the Government in the PRSD exercise is fundamental. The Government is directly involved in the overall and sectoral reviews of national population policies, objectives and targets or consulted extensively in the preparation of a separate background document, which is prepared in lieu of the overall or sectoral reviews. The Government is also involved in the PRSD mission itself, either in a facilitative capacity, providing information, records and internal reports, or as a member of the mission team, participating in all aspects of its work. The extent and mode of participation is agreed upon by both parties during preparatory negotiations between the Government and UNFPA.

255. The PRSD exercise, which is the first stage in the regular programming cycle at UNFPA, is intended to enhance the quality of programme formulation and implementation as well as to improve the system of national and international co-ordination and co-operation. The emphasis is on analytical work; the focus is on the totality of a country's population activities rather than on individual activities. The multisectoral approach is intended to reinforce strategic planning.

256. The functions of the PRSD exercise are threefold:

(a) To assist the Government in developing and strengthening a national population programme strategy within the framework of the Government's overall development objectives;

(b) To assist the Government in becoming self-reliant in the formulation and implementation of population policies and programmes;

(c) To assist the Government, UNFPA and other donors in delineating their programmes for population assistance.

257. The nature and objectives of PRSD exercises vary from country to country, depending on the level of population programming in each country. For example, in countries that are in the process of formulating national population policies and undertaking increasingly more complex population activities in various sectors, the PRSD exercise is generally geared towards strengthening policy formulation and integrating population activities into multisectoral development planning. In countries that have an explicit national population policy as well as experience in implementing a national population programme, the PRSD exercise is concerned primarily with identifying those factors that have facilitated or impeded the application of the population policy and the development of a comprehensive strategy for population programmes. In either case, the overall objective of the PRSD exercise is to design a strategic framework that is best suited to meet the needs of the country in question.

258. The Governing Council welcomed the introduction and subsequent expanded use of the PRSD exercise in decision 90/35 A, 14.

F. Technical cooperation among developing countries

259. In 1990, UNFPA again actively promoted technical cooperation among developing countries (TCDC) in the field of population. The aims of the Fund's efforts in this area are to strengthen the capabilities of national institutions to conduct population research; to facilitate the development of

multidisciplinary research in the field of population so as to ensure that population policies are tailored to the social, cultural and economic conditions of each country; and to promote a better integration of population factors in national development plans.

260. The exchange of information and experience between population and development specialists is another key promotional activity supported by UNFPA. In order to bring together such specialists from countries in the same and different region and from countries in different regions, UNFPA funded several study tours, including one to China and Thailand for officials from the Democratic People's Republic of Korea and another to Indonesia, Thailand and the Philippines for Tanzanian development planners.

261. UNFPA's experience has shown that the holding of meetings, seminars and workshops at the regional and interregional levels helped to forge links between population and development institutions in developing countries, to the mutual benefit of each, particularly in the training of staff and the backstopping of population programmes. In 1989-1990, UNFPA supported several regional workshops, including one on population programme management at the Indian Institute for Management in Ahmedabad. The Fund also supported numerous fellowships for study abroad, including those for candidates from Asian countries for training at the Institute for Population Science in Bombay, India; for Iranian physicians and midwives for training in Egypt and Thailand on the latest contraceptive technology; and for demographers for training in Bangladesh to upgrade their skills in computerized data collection and analysis. UNFPA also provided fellowships to the Ecole nationale supérieure de statistique et d'economie appliquée (ENSEA) in Cote d'Ivoire for candidates from Benin, Burkina Faso, Chad, Comoros, Congo, Cote d'Ivoire, Djibouti, Madagascar, Mauritania, Niger and Togo to obtain middle-level degrees in statistics with a specialization in demography.

262. UNFPA made use of consultants from China to train medical staff in the Democratic People's Republic of Korea in IUD insertion, to assist in designing clinical studies in selected areas of contraceptive research, and to advise Korean officials on data analysis and report writing. The Fund also used experts from CELADE in Costa Rica to assist in building a population database for the Population Secretariat in El Salvador.

G. Procurement of equipment and supplies

263. The total procurement undertaken by UNFPA in 1990 amounted to $29.4 million, an increase of 7 per cent compared to 1989. The amount includes headquarters procurement for UNFPA and government-executed projects and project components, local procurement at UNFPA field offices, and procurement of supplies and services for headquarters administrative purposes.

264. The Fund procured a considerable amount of contraceptives on behalf of other funding organizations. The amount, approximately $7 million, is included in the figure for field procurement. Over the years, UNFPA has established excellent contacts with the major contraceptive manufacturers. As a consequence, the number of multilateral and bilateral organizations requesting UNFPA to procure contraceptives on their behalf has increased, and is expected to increase further in 1991. The added volume enabled UNFPA to pay less for contraceptives in 1989 and 1990, which also benefited the Fund's other projects.

265. Prices for contraceptive commodities were stable in 1990. UNFPA pays in US dollars for most of the contraceptive commodities it procures, even though the majority of the Fund's contraceptive suppliers are based outside the United States. The cost of such commodities to UNFPA therefore is contingent

on the value of US currency vis-à-vis the currency of the country in which most of the commodities are purchased.

266. The Fund's continuing effort to increase procurement from developing countries resulted in a near doubling of such procurement in 1990 compared to 1989 (from 8.4 per cent to 16.3 per cent). UNFPA will continue to strive to increase procurement from developing countries, an endeavour in which UNFPA field offices are playing a major role.

267. Procurement from Canada, the Netherlands and the Nordic countries totalled $1.6 million in 1990.

268. As in previous years, UNFPA procurement on behalf of government-executed projects has been tabulated as UNFPA-executed project components and thus is included in the total amount for UNFPA procurement. This was done to ensure accurate accounting of procurement transactions and to provide a clear delineation of commitments and responsibilities.

269. UNFPA procurement activities in 1990 according to main categories are as follows:

	$
Headquarters procurement for UNFPA and government-executed projects/project components	25 138 434
Local procurement (including authorizations from headquarters)	1 620 026
Publications and audio-visual services	758 754
Headquarters procurement for administrative purposes	1 849 983
TOTAL	29 367 197

Major commodities processed by UNFPA's Procurement Unit in 1990 were:

	$ 000	
	1990	1989
Medical equipment	6 164	8 929
Oral contraceptive tablets	7 602	6 086
Contraceptive injectables	3 597	3 326
Vehicles	1 922	1 311
Contraceptive intra-uterine devices	1 073	505
Audio-visual equipment	695	684
Contraceptive implants	115	575
Condoms	2 846	599
Computer equipment and supplies	1 203	883
Vaginal contraceptive tablets	512	222
Office equipment	854	397
Printing	758	699
Miscellaneous*	2 026	3 246
TOTAL	29 367	27 462

* Including remodeling of headquarters

H. Multi-bilateral funding of population activities

270. In view of the ever-increasing, even urgent, demand for population programmes world-wide, and in particular in sub-Saharan Africa, UNFPA will need additional sources of income to help close the gap between demand and supply in the population field. An important vehicle for generating such income is the Fund's multi-bilateral programme, which was conceived in 1976 to satisfy specific programming interests and needs by individual donor and recipient countries. The basic concept of the multi-bilateral arrangement is to provide a multilateral channel through which bilateral assistance can be funneled to support specific programmes or projects in a particular country or region.

271. From a very modest start in 1976, the UNFPA multi-bilateral programme has grown to encompass some 40 on-going projects with total allocations for 1990/1991 of approximately $14 million. Over the past 14 years, the Fund has administered more than 60 such projects, with a total expenditure of over $75 million. Throughout most of this period, multi-bilateral assistance was regarded primarily as an important supplementary source of income. In recent years, however, partly as a result of the growing imbalance between priority needs and the unavailability of UNFPA regular resources, it has become a more integral part of UNFPA programming at the country level. For example, in 1985, only 1 of UNFPA's 10 proposed country programmes included a proposal for multi-bilateral funding ($1.2 million out of a proposed total of $136 million). By 1987, 30 out of a proposed 32 country programmes included a proposal for multi-bilateral assistance (some $43.2 million of a proposed total of $151 million). This year, all but 3 of the proposed 15 country programmes call for multi-bilateral assistance ($60 million out of a total proposed $219 million).

272. In line with the declaration adopted at the Amsterdam Forum on Population in the Twenty-first Century in November 1989, UNFPA's annual income will have to reach $500 million by the year 1995, almost double its present income, to meet its obligations in the developing world. A major fund-raising campaign is under way to reach this goal, and multi-bilateral assistance has become a very attractive and promising funding instrument to encourage Governments and the private sector to increase their contributions to the Fund.

273. At present, the Governments of Norway, the Netherlands and Canada -- in addition to being among the major contributors to UNFPA's regular resources -- are the main participants in and contributors to UNFPA's multi-bilateral programme, with Finland, Italy, Sweden, the United Kingdom, Australia and Belgium also giving substantial support to both UNFPA's regular and multi-bilateral programmes. There is also active investment in various projects by the OPEC Fund for International Development and the Arab Gulf Fund. Multi-bilateral-funded projects in the areas of mother and child health care, family planning, family welfare, as well as in population training and research are currently being carried out under UNFPA management in Bangladesh, Ethiopia, Kenya, Nicaragua, Pakistan, Peru and the United Republic of Tanzania, with funding from Canada, Finland, Italy, Netherlands, Norway, Sweden and the United Kingdom. Also Belgium and Luxembourg are actively supporting projects in Bangladesh. In addition, new projects in Burkina Faso, Cote d'Ivoire, Cuba, Namibia, Niger and Nigeria received assistance from European donors recently, and Australia has earmarked funds for contraceptive supplies for a family planning project in Viet Nam. Funding from the Arab Gulf Fund goes primarily to family welfare projects in Pakistan, the Seychelles and Thailand, while a regional project for a child and national health survey is being funded in the Arab States. The Resource Development United (RDU) of UNFPA is responsible for coordinating the

multi-bilateral programme. In January 1991, a detailed list of 100 projects in 48 countries was prepared requiring $77.3 million in multi-bilateral funding for consideration of potential donor Governments in 1991 and 1992.

1991 - Multi-bilateral proposals

	No. projects	No. countries	Total $ (millions)
Africa	21	12	23.8
Arab States	21	10	15.7
Latin America and the Caribbean	35	13	4.4
Europe	9	7	1.3
Asia and the Pacific	14	6	32.1
TOTAL	100	48	77.3

IV. SPECIAL SECTION REQUESTED BY THE GOVERNING COUNCIL AT ITS THIRTY-SEVENTH SESSION

A. Implementation of modified criteria in designating priority countries

274. At the thirty-fifth session of the Governing Council, in June 1988, the Executive Director submitted a report on the programming experience of the Fund in using the then-existing set of criteria and made suggestions for modification of the criteria in the designation of priority countries. The Governing Council endorsed the modified criteria[1] in decision 88/34 and set a target of concentrating 80 per cent of UNFPA country programme resources in the priority countries. In the same decision, the Governing Council requested the Executive Director to submit an interim report at its thirty-eighth session (1991). The following year, the Governing Council reiterated its request for the interim report and proposed that it be included as a special section of the Executive Director's report for 1990. According to the Council, the special section should report on progress relating to the attainment of the 80 per cent level of country programme resources to the priority countries, keeping in mind the Council's request in decision 89/46 that the Executive Director take into account the desirability of further concentration of resources on countries most in need of assistance in the population field, and notably the poorest developing countries (decision 90/35 A, para. 5).

275. This report, which is being submitted in response to that request, analyses the trends in financial allocation to priority and non-priority (other) countries in the various regions during two time periods,

[1]For countries to be designated as priority countries, they must have a per capita gross national product of $750 or less, and meet any two of the following five criteria: an annual increment of 100,000 or more in population size; gross reproduction rate of 2.0 or more; infant mortality rate of 120 per 1,000 live births or more; female literacy rate of 40 per cent or less; and density of agricultural population on arable land of 2.0 or more persons per hectare.

1985-1987 and 1988-1990, and provides an overview of statistical differences between priority and other countries in terms of programme sectors and functional categories of assistance. The final section comments on some of the new initiatives that the Fund has recently taken and hopes to take in the future, all of which will further strengthen the process of concentrating UNFPA resources in countries with the most urgent population problems and which are in urgent need of international multilateral assistance. As requested by the Governing Council, the Fund plans to submit to the Governing Council, at its fortieth session (1993), a detailed report on the Fund's experience in implementing the modified criteria and in reaching the 80 per cent target.

1. The system of priority countries

276. In view of its crucial importance, there has been a continuing dialogue between the Fund and the Governing Council on the system of priority countries. The Executive Director has reported, in the past, on the subject of priority countries at eight different sessions of the Council, including its twentieth, twenty-second, twenty-third, twenty-fourth, twenty-eighth, twenty-ninth, thirty-third, and thirty-fifth sessions.

277. The system of priority countries was originally approved in principle at the twenty-second session of the Council (1976), and the criteria and threshold levels were first endorsed by the Council at the twenty-third session (decision 77/5, para. 371(c)). As proposed by the Executive Director and approved by the Governing Council, the system has been periodically reviewed and modified, first in 1982 (decision 82/20 I, para. 4) and most recently in 1988 (decision 88/34 I, para. 6). Right from the inception of the system of priority countries, the number of priority countries has remained approximately the same; for example, it was 54 (40 priority and 14 borderline) during 1976-1981; 53 during 1982-1987; and 56 since 1988. While the concept of priority countries continues to centre on the demographic conditions and levels of living in individual countries, the actual list of priority countries has not remained identical throughout the entire period. As can be expected, a few developing countries have evolved out of the system primarily as a result of the success of their population programmes, some have become priority countries because of worsening situations in their countries, and some have remained priority countries for UNFPA assistance throughout the entire period 1976-1988.

278. The changing composition of the priority countries over time is a reflection of changing social, economic and demographic conditions in individual developing countries. When the system was started, only 44 per cent of the priority countries came from the sub-Saharan Africa region; today the proportion of priority countries from that region is 55 per cent. Also, there has been a decline over time in the proportion of priority countries from both the Asia and Pacific region and the Latin America and Caribbean region. This shift towards sub-Saharan Africa reflects both the rapid emergence of population problems in that region as well as the disproportionately large number of very poor countries there.

Trends in population assistance to priority countries

279. General trends. In consonance with Economic and Social Council resolution 1763 (LIV) of 18 May 1973, UNFPA extends systematic and sustained assistance to developing countries, at their request. During 1976-1990, UNFPA's cumulative allocations to country programmes were $1.24 billion. Of this, close to 68 per cent, or $834 million, has been allocated to priority countries.

280. Recent trends in allocations to priority countries are presented in table 1 for the 1985-1987 and 1988-1990 periods. In absolute amounts, country programme allocations increased from $239.8 million

during 1985-1987 to $357.2 million during 1988-1990, a rise of 49 per cent. The amount devoted to priority countries during the same period increased from $165.3 million to $267.7 million, a rise of 62 per cent. In relative terms, allocations to priority countries increased from 68.9 per cent of the total during 1985-1987 to 75 per cent during 1988-1990. In fact, the relative share of expenditures for priority countries for individual years rose from 73.5 per cent in 1988 to 76.5 per cent in 1989, with an allocation level of close to 75 per cent in 1990. It is thus clear that UNFPA has been able to increase the proportion of resources devoted to priority countries from 68 per cent to 75 per cent in the relatively short period of three years. The target of 80 per cent, set by the Governing Council in decision 88/34, is likely to be reached in the near future, particularly so since UNFPA is undertaking PRSD exercises in a large number of priority countries during 1991 and 1992.

Table 1: Distribution of Expenditures* by Priority Status of Countries, 1985-1987 and 1988-1990
(Percentage)

Priority status	1985-1987	1988-1990
Priority countries	68.9[a]	74.7[b]
Other countries	31.1	25.3
TOTAL	100.0	100.0

281. Assistance to priority countries by region. While the system of priority countries is a global concept, it is interesting to note the regional differences in allocations to country programmes by priority status of countries (see table 2). It is evident from table 2 that the proportionate share of allocations going to priority countries within each region has increased in all the regions except sub-Saharan Africa, which has remained the same.

282. The apparent lack of rise in the proportionate share in the sub-Saharan Africa is due not to a lack of higher allocations to priority countries in the region but rather to an overall rapid expansion of population programmes in almost all countries of sub-Saharan Africa. For example, allocation to priority countries in all regions between the two time periods increased by 62 per cent. By contrast, allocations to priority countries in sub-Saharan Africa increased during the same period by 98 per cent. The share of allocations to priority countries in sub-Saharan Africa will start to rise rapidly from 1991 onwards.

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* Data for 1990 refer to allocations only, while for 1985 through 1989 they refer to expenditure.

a) Refers to 53 priority countries as identified in 1982.

b) Refers to 56 priority countries as identified in 1988.

Table 2: Distribution of expenditures* by priority status of countries and region, 1985-1987 and 1988-1990
(Percentage)

Region	Priority Countries		Other Countries	
	1985-1987	1988-1990	1985-1987	1988-1990
Sub-Saharan Africa	81 (30)	81 (31)	19	19
Asia and the Pacific	86 (16)	91 (16)	14	9
Latin America and the Caribbean	6 (2)	19 (3)	94	81
Middle East and the Mediterranean	50 (5)	64 (6)	50	36
All regions	69 (53)	75 (56)	31	25

283. The rise in the proportionate share of allocations to priority countries of other regions is a clear indication of the success of the concerted efforts of UNFPA to concentrate its resources in priority countries as well as of the growing capacity of the priority countries to absorb population assistance.

284. Trends in assistance by programme sectors. In line with the World Population Plan of Action, which was reaffirmed at the International Conference on Population in 1984 and further reiterated in the Amsterdam Declaration, UNFPA has always recognized that population programming is a multi-sectoral endeavour, containing "core" population activities as well as other interrelated activities. The Fund has always emphasized, in its programme of assistance, efforts aimed at the building of national capabilities to formulate, implement and evaluate population policies and programmes. Accordingly, UNFPA's assistance has (and is) focused on: (a) improving the availability of data that are timely, adequate in quality and relevant for policy making, planning and programming; (b) strengthening the capacity of countries to undertake research and analysis on population, development and environmental factors; (c) enhancing institutional arrangements for policy formulation and population planning; and (d) strengthening capabilities to implement action programmes aimed at improving MCH/FP as well as the role and status of women. Trends in population assistance by programme sector and priority status of countries are useful in understanding the substantive aspects of population programmes in both priority and non-priority countries.

(a) Priority countries

285. As is evident from table 3, family planning programmes have accounted for the largest share of UNFPA assistance in priority countries in both the 1985-1987 and 1988-1990 periods. This was followed by information, education and communication, basic data collection, population dynamics, population policy

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* Data for 1990 refer to allocations only, while for 1985 through 1988 they refer to expenditures.

Note: Figures in parentheses indicate the number of priority countries in the respective regions.

formulation and the others. The relative rankings in proportionate shares of programme sectors are exactly in line with the directives of the Governing Council on programme priorities given in decision 81/7. Between the two time periods, 1985-1987 and 1988-1990, there have been some notable changes. While the relative rankings by programme sector have remained almost the same, the proportionate shares have increased in information, education and communication; basic data collection; population policy formulation; and special programmes. By contrast, the share for MCH/FP has declined. There are valid reasons for these shifts. The growing importance of IEC, for example, is in accord with one of the major findings of the two-year review and assessment of accumulated experience in the population field conducted by UNFPA, which clearly identified IEC activities as a sector requiring UNFPA's priority attention in the future. The increase in UNFPA assistance to basic data collection can be explained in large part by the fact that a large number of developing countries conducted population censuses in 1990. The small rise in the proportionate share to population policy formulation is understandable since a number of priority countries, especially in sub-Saharan Africa, are undertaking many activities aimed at formulating explicit population policies; and the increase in the share for special programmes is linked to the growing importance of UNFPA activities in the sector of women, population and development.

Table 3: Distribution of expenditure* by priority status of countries and work-plan category, 1985-1987 and 1988-1990
(Percentage)

Work plan categories	Priority countries		Other countries	
	1985-1987	1988-1990	1985-1987	1988-1990
Family planning programmes	63.2	55.1	53.2	50.3
Information, education and communication	10.2	14.3	10.5	9.9
Basic data collection	10.0	12.0	8.6	14.1
Population dynamics	8.3	9.4	11.5	10.0
Formulation and evaluation of policies	3.4	4.4	8.2	7.1
Special programmes	1.2	3.2	2.4	6.1
Multi-sector activities	3.7	1.6	5.6	2.5
TOTAL	100.0	100.0	100.0	100.0

* Data for 1990 refer to allocations only while for 1985 through 1989 they are expenditures.

286. Given the statistical property of compensating percentages, an increase in so many sectors has to be accompanied by a decrease in other sectors. Consequently, the relative share for MCH/FP has declined. This should be emphasized, particularly in view of the fact that the absolute level of allocations to the family planning sector in priority countries has increased from $104.4 million in 1985-1987 to $147.3 million in 1988-1990, an increase of 41 per cent.

(b) Non-priority countries

287. As with priority countries, family planning programmes account for the largest share of expenditures in other countries as well (see table 3). The relative rankings by programme sector for other countries are also roughly the same as for priority countries. Likewise, the trends in proportionate share by programme sector between the periods 1985-1987 and 1988-1990 are also similar to those noted for priority countries, as are the reasons for them. Further, the proportionate shares in non-priority countries devoted to data collection, population dynamics and population policy formulation are generally higher and those to MCH/FP and IEC lower than corresponding shares in priority countries. The reason for this difference is that non-priority countries are generally at a more advanced stage of development and are thus more likely to finance a larger share of their family planning and IEC programmes through their own national resources.

288. Nature of assistance to priority and non-priority (other) countries. The major focus of UNFPA assistance to developing countries is to help promote their self-reliance in formulating, implementing and evaluating population policies and programmes. In order to help achieve this, the thrust of the Fund's activities is on the development of a country's human resource capabilities through training; building of national and/or local institutions; and strengthening of capacity for action programmes. The bulk of UNFPA's assistance to priority countries during 1988-1990 was for action programmes (79 per cent) followed by training and human resource development (11 per cent), research and institutional strengthening (5 per cent) and other activities (5 per cent). Over time, the proportionate share for action programmes is on the rise, mirroring the growing capacity of priority countries to implement action programmes in the population field.

289. Given the programme priorities of UNFPA, the proportionate share of action programmes of family planning and IEC account for the largest share in the non-priority countries also. However, the proportionate share is only 63 per cent -- as against 79 per cent for priority countries. Training and support communication are also important categories for which non-priority countries receive UNFPA assistance.

2. Strategies for further strengthening programme development in priority countries

290. In previous presentations to the Governing Council on the subject of priority countries, UNFPA has emphasized, among other issues: (a) the need for streamlining procedures to make resources available to individual countries quickly and effectively; (b) the importance of strategic planning in the population sector in priority countries; and (c) the crucial role of technical assistance to priority countries. It is useful to describe briefly here the policy, procedural and programmatic changes that the Fund has introduced or is in the process of introducing to help strengthen the capacity of recipient countries in general and priority countries in particular to develop and implement population programmes.

291. As reported previously, UNFPA is vigorously pursuing the policy of decentralization of authority to the field to help shorten the inherent delays of administrative processing and approval as well as to give

the benefit of choice to the field in determining substantive content of programme activities. These changes indeed have helped programme implementation in very many priority countries.

292. Similarly, the launching of the PRSD exercise by the Fund is precisely aimed at introducing a strategic approach to population programming (see paras. 253 to 258 in Part III). During 1990-1991 alone, the Fund has already undertaken or is planning to undertake PRSD missions in 33 of the 56 priority countries. This includes 20 countries in sub-Saharan Africa (Benin, Burkina Faso, Burundi, Cape Verde, Cote d'Ivoire, Ethiopia, Gambia, Guinea, Lesotho, Madagascar, Malawi, Mali, Mauritania, Mozambique, Niger, Rwanda, Senegal, Sierra Leone, United Republic of Tanzania and Zaire); 8 in Asia and the Pacific (Bangladesh, India, Nepal, Papua New Guinea, Pakistan, Solomon Islands, Sri Lanka and Viet Nam); 1 in Latin American (Bolivia); and 4 in the Arab States region (Egypt, Somalia, Sudan and Yemen). As noted in document DP/1989/35, the PRSD exercise develops a conceptual and programmatic framework for the conduct of population activities in the country. The framework should help coordinate activities between sectors and among implementing agencies and donors, as well as achieve a synergistic effect from implementing population and related development activities in individual countries.

293. The question of putting in place a modality to provide technical assistance that is timely, high in quality and cost-effective, in particular to priority countries, has long attracted the attention of both the Governing Council and UNFPA. Following the Governing Council's encouragement at its thirty-seventh session (1990), UNFPA is presenting to this session of the Council a new modality for successor arrangements for agency support costs, called Technical Support Services (TSS), which will greatly enhance the Fund's ability to make effective support available, both technical and substantive, to population programmes of recipient countries, especially the small and poorest priority countries. With no major cost to the recipient countries, the scheme will allow the provision of multi-sectoral technical advice within the framework of a comprehensive and cohesive programme approach (see document DP/1991/35). In concert with this, the Fund hopes to strengthen national capabilities to execute population activities as well as to involve, to a greater extent than before, the participation of national experts and national institutions in the implementation of population programmes.

294. These changes will not only benefit priority countries but will also greatly assist other developing countries. They will particularly benefit a large number of least developed countries, since 34 of these 42 countries are also designated by UNFPA as priority countries.

295. It should be noted that while the Fund will eventually concentrate its country programme resources, up to 80 per cent, in 56 priority countries, it continues to provide assistance to all developing countries that seek such assistance from UNFPA. Indeed, the Fund's assistance to countries other than priority countries has also risen substantially, from close to $75 million during 1985-1987 to over $89 million during 1988-1990.

296. In sum, the current system of priority countries, revised in 1988, is working very well. Within the two to three years of its introduction, the system has enabled the Fund to devote about 75 per cent of its country programme resources to priority countries. Through continued effort and programmatic initiatives the Fund will reach the 80 per cent target set by the Council in the coming years. The system has also helped UNFPA to implement the Governing Council directive regarding programme priorities, as contained in decision 81/7. Furthermore, by introducing policy, programmatic and procedural changes, the Fund will

be better able in the future to help sustain and enhance national capability for programme implementation. UNFPA thus feels confident that, with continuation and further strengthening of the shifts that have been introduced, it will be able in the years ahead to successfully implement General Assembly resolution 44/211 on the comprehensive triennial policy review of operational activities for development of the United Nations system.